Employment Security REVIEW

Vol. 16 APRIL 1949 No. 4

STATES PREPARE FARM LABOR PROGRAMS

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BUREAU OF EMPLOYMENT SECURITY
AND AFFILIATED STATE EMPLOYMENT SECURITY AGENCIES

IN THIS ISSUE

IN "The Mountain Goes to Mahomet" the Washington State Employment Service takes us "on location" with its mobile farm unit. These ES farmmobiles have every modern facility for the convenience of staff who go "on the road" to serve the farm employers and workers of the State. p. 4

LOCAL adaptation of farm-kit materials is the subject James H. Lumpkins and Francis J. Farrell discuss in reporting on farm labor activities in Colorado. Early training of staff, planning, and promotion for multicrop labor needs were all well served by the kit. Before the 1948 season was over, "the little man with the basket" who symbolizes the farm labor program of the ES was a popular and respected figure. p. 7

DARBY HAMMOND writes of the farm activities in the Taylor, Texas office as it faced and met a challenge laid upon it by 5,000 Williamson County farmers, who did not want to lose a million dollars—the stake involved in their cotton crop harvests. "If Taylor's operations are outstanding," he says, "they are no more so than half a hundred other Texas local offices." p. 9

MIGRANT workers are important to many of our harvests. They follow the Atlantic Seaboard crops and move from the deep South to northern farms. We have it from Marvin Powell that Virginia depends on them to help harvest foods and fibres. Missouri, with its large cotton crop, needs their help during the spring and summer, says Paul Trotter of Sikeston. These roving workers are worth going after and sometimes spell the difference between harvest joy and grief. pp.11 and 22

A DAILY farm labor bulletin means work but pays fine dividends, says J. R. Haan of Bismarck, N. Dak. Brief opposition from some quarters once caused suspension of North Dakota's bulletin; a clamor from other quarters deprived of information brought about its reinstatement. Now it is enjoying resounding popularity. North Dakota considers it an invaluable aid in recruiting farm workers. p. 13

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At press time

VER's Confer in Denver

THE Fifteenth Annual Conference of the Veterans Employment Representatives will be held at the Brown Palace Hotel in Denver, Colo., from April 25 to April 30.

The Conference will plan the program of operation of the Veterans Employment Representatives for the coming year. Placement of university and college veteran graduates and placement of the older veteran will be among the special problems to be considered by the VER's in planning their program of operations in the field of gainful employment for veterans.

Perry Faulkner, Chief of the Veterans Employment Service and Executive Secretary of the Veterans Placement Service Board, will be chairman of the Conference. Other speakers of national prominence include Maj. Gen. Carl R. Gray, Jr., head of the Veterans Administration and Chairman of the Veterans Placement Service Board, and Maj. Gen. Lewis B. Hershey, Director of the Selective Service System and member of the Veterans Placement Service Board. National and State leaders of veterans' organizations will also address the Conference.

Counseling Operations Conference Theme

THE Employment Counseling, Selective Placement, and Testing Division is holding its second annual conference of State Supervisors of Employment Counseling in conjunction with the National Vocational Guidance Association Convention at the Stevens Hotel in Chicago, April 13–23.

The theme of the conference is "Improved Management and Supervision of Counseling Operations." At the conference, a 3-day training unit for use in training State supervisors, local office managers, and counseling supervisors in local offices will be introduced. Many State agencies have already indicated their intention to send representatives to participate in this conference.

Office of Reports and Analysis

DURING March the organizational lines of the Bureau of Employment Security were redrawn to set up an office of Reports and Analysis, under the direction of Mr. Louis Levine, reporting to the Director's office. The new office combines the functions and personnel of the former Division of Reports and Analysis in the Employment Service and the statistical activity and staff of the Division of Program Standards of the Unemployment Insurance Service.

The Office of Reports and Analysis will provide economic advisory services to the Director and Bureau staff; and, at the request of the Unemployment Insurance and Employment Service program services, will undertake collection and analysis of statistical and economic data and prepare reports thereon. The Office of Reports and Analysis is divided into three Branches: the Reporting and Technical Review Branch, the Activity Analysis Branch, and the Labor Market Analysis Branch.

The new Office will also provide technical services on statistical reporting and labor market studies to regional offices and State agencies. It will maintain, in cooperation with the program services, a Nationwide statistical reporting system on both Unemployment Insurance and Employment Service programs; and will issue reporting instructions and install the necessary statistical procedures. The Office of Reports and Analysis will also compile current administrative statistics and other reported data reflecting current operating activities and make analyses of trends, including comparisons with previous periods and the interpreting of significant deviations. In cooperation with the program services, economic assumptions and estimates of prospective work loads will be prepared. The Office of Reports and Analysis will conduct labor market studies and develop methods for analysis of State, area, industry, and occupational labor market data; and prepare for distribution information on employment and unem-

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ployment trends and labor market conditions for States and areas, industries and occupations.

The Division of Program Standards of the Unemployment Insurance Service will be under the direction of Mr. William Wandel, and will include responsibility for employment service legislative matters at the Federal level as well as unemployment insurance program functions. The Division will have three Branches: Benefit Studies, Coverage and Related Programs, and Financial Studies.

The Division of Program Standards will establish the need for unemployment insurance data required for program planning and indicate such need to the Office of Reports and Analysis. In addition to responsibility for the development of policy on Federal employment security legislation, the Program Division will study problems and analyze pertinent data for evaluating the adequacy of the unemployment insurance program and for the development of policies connected with benefit formulae and other aspects of substantive benefit provisions, the extension of coverage to excluded groups, temporary disability insurance and the financial aspects of the unemployment insurance, including experience rating and solvency of State funds.

U. S. Navy Occupational Handbook

THE UNITED STATES NAVY OCCUPATIONAL HANDBOOK which gives the major types of information needed to describe the 62 vocations for which the Navy furnishes training has just come off the press. The HANDBOOK has met with widespread interest. Because of the heavy demand for information useful in counseling those interested in military careers, it is being distributed to all secondary schools and colleges, State departments of public instruction, State education associations, State employment offices, city guidance directors, counselor trainers, and libraries.

The Bureau of Employment Security will furnish enough copies for distribution to all local offices of State employment security agencies. The first shipment of the handbooks has just been received by the Bureau. Distribution will begin immediately.

The material is presented in attractive and orderly style and format and should be of great use to employment counselors.

Industrial Relations Conference

THE University of Minnesota conducted its seventh Annual Industrial Relations Conference March 24 and 25, 1949, in Minneapolis. The speakers included Dale Yoder, Director University of Minnesota Industrial Relations Center and E. H. van Delden, Director, Industrial Relations, Libbey-Owens-Ford Glass Co., Toledo.

Dale Yoder served as chief of the Planning Division of the War Manpower Commission. Mr. Van Delden was formerly employment supervisor in the New York Department of Labor.

Employment Looks Up With the Spring

EMPLOYER judgment regarding the labor market outlook indicates a moderate seasonal pick-up in employment in the spring when warm weather permits resumption of construction, agriculture, trade and other industries which normally expand or resume activity at that time.

This conclusion is based on the first comprehensive survey of labor market conditions to be conducted since unemployment began to rise and employment droped late in 1948.

Analysis of the survey reports by the Bureau of Employment Security shows that a majority of the employers expected a moderate employment recovery in late April and May but that it would not go to last year's record-breaking levels. A few employers expected some further decline during the next few months, and others expected employment in May to equal or exceed the high employment of last fall.

Employment Security Activities at a Glance
January 1949

	Number or amount	Change from previous month
Over-all		
Initial claims	[a] 1,552,000	17% increase.
Continued claims	[a] 6,578,000	27% increase.
Weeks compensated	[b] 5,251,000	30% increase.
Weekly average beneficiaries	[b] 1,212,000	29% increase.
Benefits paid	[b] $102,963,000	29% increase.
Funds available as of Jan. 31, 1949	[c] $7,580,448,566	0.3% decrease.
Reception contacts	9,346,500	29% increase.
New applications	830,900	39% increase.
Referrals:		
Agricultural	103,400	70% decrease.
Nonagricultural	552,400	3% decrease.
Placements:		
Agricultural	90,300	72% decrease.
Nonagricultural, total	307,600	9% decrease.
Men	169,300	16% decrease.
Women	138,300	[d]
Handicapped	11,900	8% decrease.
Counseling interviews	71,400	13% increase.
Employer visits	154,800	6% decrease.
Veterans		
New applications	239,500	34% increase.
Referrals, nonagricultural	152,400	12% decrease.
Placements, nonagricultural	81,800	17% decrease.
Placements, handicapped	6,600	7% decrease.
Counseling interviews	34,500	13% increase.

[a] Includes estimates for Alaska, Hawaii, Minnesota, and Wyoming; data not received.

[b] Includes estimates for Nebraska and South Carolina; data not received.

[c] Represents funds as of Jan. 31, 1949 for all States except Rhode Island, for which funds as of Dec. 31, 1948, are used.

[d] Less than 0.5 percent increase.

States Prepare Farm Labor Programs . . .

Objectives and Methods of 1948 Campaign Serve as Guide for 1949

THE RECORD crops of 1948 were harvested and processed with no significant losses due to labor shortages. In great measure this was due to careful advance planning on the part of State and Federal Farm Placement officials and the successful execution of these plans in the field. More than six and a half million farm and processing workers were placed during 1948, according to post season reports. Thousands were recruited in areas having temporary labor surpluses for employment where the labor supply was short. Emergency conditions were met by recruitment of housewives, school youth and migratory workers, to utilize fully the supply of domestic labor before introduction of foreign workers.

This year we are again faced with a major recruitment job. World demands for raw and processed foods are as great as ever. We must be ready to serve growers and processors quickly and efficiently, so that the kinds and quantity of workers will be available at the right times in the right places.

The 1949 farm labor program will stress improvements in the recruitment of farm and food processing labor. It will include: (1) more emphasis on the placement of year-round workers; (2) more accurate determination of the need and supply of emergency workers to be recruited locally; (3) providing more accurate information regarding work opportunities for use of migratory workers; and (4) bringing in foreign workers to meet critical needs which cannot be met from domestic labor sources. Major emphasis will be placed on careful and well-organized advance planning for peak-season recruiting of workers, and the expansion of facilities for providing information to agricultural and processing workers and employers concerning conditions, wages, and labor supply and demand.

Again, as last year, the national office has prepared a kit of materials designed to aid State and local offices in the preparation of their recruitment campaigns. The outlined program is based on the appeal "Earn Extra Money," and is centered mainly around local office activities. A point stressed in the kit material is greater effort to develop more newspaper and radio outlets for news and advertising. Material in the booklet "12 Stories at the End of Your Phone" should suggest several ways to introduce editors to your program.

Discussions of Farm Placement objectives and methods that have been successful, prepared for this Farm ISSUE of the EMPLOYMENT SECURITY REVIEW by persons who have direct contact with these matters in the field, should sharpen our perception for the job ahead. With well-planned programs suited to area, State and local needs, based on what was learned in 1948, this year's program should enable us to give better service than ever in those elements of community welfare dependent upon us.

—DON LARIN, *Chief, Farm Placement Service, United States Employment Service.*

Service on Wheels . . .

"The Mountain Goes to Mahomet"

By JOHN W. GRANT *and* PETER R. GIOVINE

Employment Security Department, Olympia, Wash.

ONE warm night in June 1948, a big orange-colored trailer rolled at a comfortable speed along Washington State's Highway No. 98. The driver of the ¾-ton yellow pick-up pulling unit spied a wide spot in the road ahead, took his foot off the gas and expertly guided the 4-ton load well off the road into the natural-made parking space. He locked the cab of the pick-up, entered the door of the trailer, undressed and noiselessly crept into the lower of the two rear bunks so as to not disturb his companion who dozed in the bunk overhead.

The light of morning had barely begun when a rap on the trailer door shook the man in the upper bunk from a well-earned sleep. He descended, and still sleepy-eyed, opened the door. A sinewy man about 40, tall, but slightly stooped at the shoulders, surveyed the trailer tenant in his PJ's and spoke:

"Guess it's early," the man apologized, his attention focused on the red pajama stripes. "Didn't know I'd wake you."

"That's okay," the trailerman said. "What can I do for you?"

"Wonderin' if you knew of any pickin' jobs for me, my wife and my son."

"Just a minute."

The trailerman walked to the office end of the trailer and reappeared almost instantly with a clipboard. He thumbed through his orders and selected a sheet and jotted some notes on a small card as the man watched him.

"There's a cherry orchard about 14 miles up Highway 98 and they need pickers. They're paying 4 cents a pound."

"Sounds good," the picker asserted. "We'll take it."

The trailerman handed him the small white card as he pointed out the best route to the cherry orchard.

The picker waved his thanks and started to walk away when the trailerman called after him.

"You're the first customer I've had today!"

"I know." The man hesitated. "I followed you for 40 miles last night and parked when you did."

The trailerman leaned out of the door and saw the picker's car parked only a few yards behind the trailer. Then he looked beyond the first car and saw four more vehicles all parked off the road. The first bright streaks were just piercing the sky when two men from the parked cars strolled toward the big orange

Here is a Farm Placement Mobile Unit set up for action. The awning provides customers with ample protection from rain and relief from the hot summer sun of eastern Washington. The trailer measures 8 by 26 feet. Road signs directing migrants to the units are strategically located when a trailer sets up shop.

trailer. The now fully awakened mobile farm placement representative glanced at his dress, shut the trailer door and hastened to get into more conventional clothes.

The day's business had begun in earnest.

The incident described above was only one of many similar occurrences during the 1948 farm labor season. On another occasion, a mobile farm placement representative, halting his vehicle to check his trailer-truck connection, recorded five placements before he could again get under way. Still another, headed for Yakima, stopped at a small town enroute to purchase supplies, found a dozen men and women seeking job information when he returned to the mobile unit. Rarely did a unit stop, even for the shortest time, and not do business.

In the span of a few short months, each of the four mobile farm placement units pressed into service by the Washington State Employment Service, came to be unmistakable signs of nearby agricultural activity in the minds of thousands of Washington farm workers.

ES Goes on the Road

On April 3, 1948, the first of four mobile farm placement units purchased by the Washington State Employment Security Department headed for the Evergreen State's lush berry fields; the never-ending acres of giant peas; the great fruit orchards and the dozens of other crops which make up Washington State's $700 million a year agricultural industry.

The decision to puchase these mobile farm units and literally put the Washington State Employment Service "on the road" was made after an exhaustive study of the State's agricultural picture and a thorough examination of just what our farm program responsibilities entailed.

Basically, the problem was one of supplying the right amount of labor at the right place and at the right time. To fully meet this problem in Washington State called for considerably more effort than just a routine handling and servicing of agricultural orders in the 27 regularly established offices of the Washington State Employment Service. Nature, unfortunately did not design Washington State's fertile acres to be located near an Employment Service office. To have attempted to serve adequately this State's 50,000 farm labor employing units, scattered over an area of 69,000 square miles, through our regular offices would have been difficult, if not an impossible job.

A view of the kitchen reveals an efficient butane-fed cookstove. Beyond are visible two built-in bunks for holding two usually dead-tired mobile Farm Placement Representatives.

Pictured here is the business-end of the mobile unit. Ample record, file, storage and desk space makes it an enviable working environment. The table just visible at the right contains a turntable, microphone, and other sound equipment for recruiting purposes.

To point out the importance of agriculture to Washington's economy it is necessary to know that the annual average employment in agriculture totaled 102,626 workers during the past two years, 38 percent greater than the average annual employment of 74,120 workers in retail trade, the second largest industry in the State in terms of number employed. Employment in agriculture rose to a peak of 145,000 regularly employed workers in July 1947; not taking into account the large number of part-time workers needed to harvest certain crops.

Also of vital importance when considering the use of the four mobile trailer units are the following three facts:

1. There are 79,887 farm units in the State, most of which employ one or more workers some time during the year.
2. Heavy labor-using crops are produced in widely separated areas of the State.
3. Many of the crops such as strawberries, beans,

hops, peas, apples, caneberries, asparagus, sweet corn and potatoes require very large numbers of seasonal workers for short periods of time.

Perhaps the most important aspect of the traveling employment service offices is the fact that a majority of the placements made by the units were recorded in areas, which before were not directly served by the Washington State Employment Service. Armed with these four units, we can now boast new customers (workers and employers) wherever the big office-on-wheels stops. This agency views its new mobile unit service as an expansion of regular services to both employer and employee. We have, in effect, four complete employment service offices which at all times during the agricultural season are so located that one unit can be moved to any spot in the State of Washington within a matter of several hours.

The versatility of these units became more and more apparent as the season wore on. When the purchase of the units was first proposed and discussed with the Washington State Farm Advisory Council, it was not dreamed that one unit would eventually find itself parked in the center of metropolitan Seattle, referring as many as 2,600 workers a day, in order to cope with an emergency need of 10,000 workers.

Each of the units is operated by a two-man team and each man is specially trained for the seven-league job. He's an interviewer, employer representative, chauffeur, agricultural expert, and an outdoors man, frequently called upon for information on a variety of things, from fixing flat tires to directing tourists.

Complete, Livable Units

Many hours of planning went into the design of the trailers to make them complete, livable units. Each unit consists of a house-type trailer measuring 8 by 26 feet. The business end has a built-in desk running the width of the trailer where two men can sit in comfort and handle applicants through a chest-high opening in the rear of the trailer. An 8 by 12 canvas awning is easily attached to the rear of the unit to provide protection from rain or sun. A turntable and public address system is housed directly behind the desk, just opposite an efficient oil-burning space heater. Four loud speakers are mounted atop the trailer. The office adjoins a miniature kitchen, which nevertheless boasts a porcelain sink, with hot and cold running water, electric refrigerator, butane gas cookstove and oven, and cupboard space which would put many a modern apartment to shame. Sliding plywood doors separate the office from the kitchen, and a swinging door from the kitchen leads to the living quarters at the rear of the trailer. Here two built-in bunks, table, two chairs, clothing, luggage, and ample personal item space occupy an area of about 80 square feet. A door near the bunks leads outdoors. Built-in connections provide for a speedy hook-up to established power and water facilities, when available, and an auxiliary gasoline unit produces power when established lines can not be used. A ¾-ton pick-up truck equipped with electric brake controls pulled the trailer from one location to another and was used as a carry-all for road signs, cable, stakes and other miscellaneous items.

Each area where a mobile unit was set up during the season is an area where definite farm placement services were required to assist with seasonal peaks, and where space for housing offices and personnel was not available. Mobile units provided a means of quickly establishing farm placement services in emergencies, and in areas of need too remote from established local offices to be adequately served by them. Besides filling a definite need in providing farm placement services, the units were used as recruitment units and, in addition, were used to establish information stations which were vital links in the Nation-wide chain of information stations.

From July 8 to August 8, mobile unit No. 302 was stationed at Everson where its primary duty was the directing of workers recruited by other offices, to the various raspberry growers in the area. Simultaneous with the completion of the raspberry picking at Everson, an emergency developed in the bean harvest in the Seattle area. It was obvious that the greatest supply of available workers was to be found among the urban population of Seattle. The number of workers needed was so great that special recruitment and dispatching services had to be established in record time. In six hours, mobile unit No. 302 was moved from Everson to Seattle, a distance of more than 100 miles, and was set up for business by noon of August 9. The unit was barely set up for action in a large parking lot in the City of Seattle when a rush of business started which did not let up until 16,582 bean pickers had been sent to the fields by this one unit. After the successful completion of the bean harvest this unit left Seattle and was located at the junction formed by the Blewett Pass and Stevens Pass Highways near Peshastin, Washington. Here the unit was set up as a complete farm placement office, accepting orders for workers from employers, recruiting local labor, furnishing job information to migrant workers, and directing migrant workers to specific jobs in the area.

Mobile Service Here To Stay

This is the type of performance which rounded out this agency's first year's experience with a "mobile" Employment Service. Judging from the volume of requests for "Mobile Services" which have already been received from agricultural employers, Chambers of Commerce, farm groups, Farm Advisory Committees, and other interested groups, we are convinced that the special service has plainly "paid off."

As we enter another year of responsibility for supplying agricultural labor, we feel better prepared and better armed to cope with the demands which will be made of us by our agricultural economy in the future.

The Robin's Out of a Job . . .

Recruitment Aids at Work in Colorado

By JAMES H. LUMPKINS, *Farm Placement Supervisor, and*
FRANCIS J. FARRELL, *Supervisor of Public Relations*

ROBIN red-breast has lost prestige as the first harbinger of spring in Colorado. Thousands of farmers and ranchers in this important agricultural State are now roused to the season's endeavors by the even earlier appearance at some bright dawn of a familiar gentleman wearing a yellow arm band, and pockets bulging with labor demand and estimate records, and assorted crop campaign literature.

The Farm Placement Representative felt a little silly about that arm band when he first pinned it on about this time a year ago. He couldn't conceive of a Colorado farmer attaching any significance to that silhouette laborer carrying what appeared to be a basket of citrus fruit. A pitchfork or a sack of potatoes might mean something. The native Coloradoan sees a basket like that only rarely with shipped-in bananas. But before the 1948 season was over, the interviewer and the farmer alike learned to respect that symbol.

This experience was typical of the first postwar year of full responsibility for the farm placement program and as the result of extensive adaptation of recruitment materials "out of Washington" as well as out of local ingenuity, Colorado farmers this year are almost as well informed as Employment Service personnel on responsibility for the farm labor program.

With nearly 75 percent of the Employment Service postwar personnel inexperienced in farm placement work, "kit" materials were particularly useful for early training, planning and promotion. It was not until the "paper work" was introduced at a tri-regional preseason planning meeting that most interviewers and supervisors realized that agricultural recruitment was more than a new challenge to the Service . . . it was a new science. Colorado's training staff joined forces with "old timers" in scheduling a training program through area meetings and correspondence courses to instruct comparatively new interviewers in the techniques of estimating labor demands by crops, computing labor available locally and throughout the State, and isolating the problems of recruitment at home and in supply States. Next came courses on promotion for recruitment and for mobilization and utilization in the critical areas now clearly marked on the campaign map.

Some sugar companies, Colorado's major contractors of agricultural labor, were reluctant to abandon traditional "head-hunting" techniques for securing out-of-State beet labor during this first year of the Service's re-entry into the farm program. This arrangement, or rather lack of it, eased the impact of responsibility for beet labor recruitment at the first of the season. The Employment Service took advantage of the lag to perfect the planning of other campaigns. These plans include full utilization of imported beet workers between beet field activities, a demonstration which this year brought about a more practical participation in the initial recruitment program for this type of worker.

A comparative lull at the first of the season permitted elaborate plans for the next labor demand for wheat and small grain crops. There was opportunity at State and local office levels to adapt promotional materials for press and radio . . . to place posters and to develop the first of a series of special harvest guides for the use of regular Employment Service personnel and volunteer representatives.

The attack upon the wheat and small grain harvest recruitment problems was literally carried on by land and air. With volunteer representatives, farmer organizations and leading producers well-advised of the campaign, a Service Coordinator remained in the field to speed clearance and to serve as a trouble shooter. Meanwhile, with the assistance of all radio stations, newspapers and easily adapted "canned" materials, grain growers were able to make their emergency needs known, and combines, trucks, and crews were directed efficiently from one ripening area to another.

Supplementing the planning guide . . . and inspired by sample kit devices, the "Colorado Combine and Labor Guide" was prepared and distributed wherever workers were gathered. The "Guide" pro-

vided information about where, when, and how many workers would be needed . . . how to get there and whom to contact.

By this time the "man with the grapefruit-filled banana basket" had become a popular figure on arm bands, automobiles, road signs into and out of every sizable community and on specially designed posters on business streets in every community. In the State office, the information specialist maintained a steady output of radio spot announcements, news items and press releases to flood the offices of farm publications and local dailies and weeklies . . . volumes of material from the handy kit.

Cartoons and mats were found useful only in a few communities where the farm representative found time and courage to secure local sponsors for advertisements, radio programs and the like. One line drawing, however, inspired the back cover of a "Farm Placement Service" pamphlet. The multi-armed farmer, throwing what appeared to be tobacco leaves, appealed particularly to growers and potential workers in Colorado's vegetable harvests.

The pattern was now set. Successful techniques in the grain harvest called for publication of similar operating guides and labor information guides for the potato, vegetable and peach harvests . . . each an illustrated publication filled with the latest information on crop conditions and labor resources.

Peach Harvest Tests Recruitment Skill

Probably the most extensive planning and most intensive use of recruitment devices came with the nationally important Colorado peach harvest. Early meetings with the Peach Growers Board of Control resulted in a general agreement as to the number of workers to be secured, whence and where. The Board had long depended upon widespread publicity and advertising to man western slope orchards at harvest time by attracting migrants, tourists and vacationing families . . . offering special inducements of free or inexpensive peaches for on-the-spot canning. Until recent years this technique had yielded an abundance of labor, though frequently resulting in a community welfare problem with an influx of transients. More recently the "vacation work" appeal has been less successful in competition with other work opportunities in a relatively tight labor market.

As a result of cooperative efforts the Peach Board of Control agreed to adaptations in the traditional advertising campaign to gear with the Employment Service recruitment facilities. Appeals to workers directed them both to the Board and to local employment offices. Inquiries about harvest work prospects received by the Board were turned over to the Employment Service for contacts and dissemination of information.

Fortunately, the cooperative arrangement resulted in a less sensational advertising campaign. Weather and market conditions resulted in less than the expected bumper crop and an all-out appeal to available workers would have caused a serious disruption in the economy of Grand Junction and other peach centers. The more systematic recruitment campaign conducted by the Employment Service was quickly brought into control when an oversupply of labor became imminent. In this case the brakes were easily applied in a recruitment drive for workers at 75 cents an hour, and in some cases with little or no transportation advances.

Postseason discussions with independent growers and the Board are already putting 1948 experience into smoother plans for the coming year.

Throughout the agricultural season current developments were integrated with foresighted planning through distribution each week of a "Colorado Farm Labor Bulletin." This information sheet advised local offices, the press and cooperating agencies with the facts about recruitment progress, areas and crops immediately in need of labor and areas of surplus upon which shortage areas might draw. Content of the bulletin came from current analysis of the clearance program and weekly reports by all local office managers.

First local, then State utilization of resident workers was the "slant" of recruitment promotion throughout the year . . . resulting in fewer demands upon neighboring States than at any time in Colorado's recent agricultural history.

Red, white and blue "Farm Labor Office" arrow signs helped to bring inquiring workers into local offices to meet everyday needs. Most emergencies were met through a speedy reactivation of radio and press announcements, use of flash announcements in local theaters and, in a few instances, sponsored advertising. When critical situations occurred in several areas, the veteran residents' villages in connection with the colleges proved to be an unsuspected reservoir of willing short-time labor. Successful meeting of labor demands through local mobilization and utilization was the natural consequence of publicity designed to enlist popular understanding about a common problem. As the season progressed, workers found that as they followed the "little man with the banana crate" they were constantly in-on-the-know as to where the next job would be and when. They were enjoying the nearest thing to full seasonal employment that they had experienced in many years.

The 1949 program was actually launched in the closing months of last year with an effective series of displays presented at county fairs and even at the internationally famous Denver Western Stock Show. We used the reliable promotional technique of "telling people what you are going to do . . . doing it . . . and then telling them you have done it." The theme of these displays was also inspired by the kit materials, justifiably proclaiming the achievement of 125,000 farm placements as an indication of capacity for service . . . assuring our readiness for this year's round-up of farm labor . . . and reminding farm and ranch employers that advance planning with ES representatives will mean "more workers, better workers, and workers when you need them."

Pictured is the Taylor, Tex., farm labor camp built through contributions of businessmen, farmers, ginners, and others at a cost of $5,000. In the background may be seen the fiesta grounds. Not pictured is the building which houses the showers, toilets, and washing facilities.

Fast Recruitment, Speedy Harvest and an Extra Grade

A Million Dollar Two Weeks

By **DARBY HAMMOND**

Information Representative, Texas Employment Commission

WILLIAMSON COUNTY, one of a hundred others in Texas, is a large cotton producing county. When the Texas Employment Commission (TEC) resumed responsibility for the 1948 farm labor program, 5,000 Williamson County farmers made no bones about laying a double-barrelled challenge on the doorstep of the TEC's local office in Taylor—but quick! They not only challenged TEC to find workers to plant and harvest the cotton crop; they also said, "If we can get the workers we need *when we need them*, our cotton will grade out at least one grade better, and that one grade will mean an additional $1,000,000 to us." There it was—cold turkey. It was put up or shut up.

It was a typical reaction which occurred all over Texas. And to show how a local office operated in the 1948 Texas farm program, the Taylor office has been used as an example. If Taylor's operations are outstanding, they are no more so than half a hundred other Texas local offices.

Genial and capable Woodie Knight, then local office manager at Taylor, accepted the challenge without looking back. Although the State plan of farm operations and the tools and techniques of the State and District office were at his disposal, he knew the ultimate job would have to be done in the county and that the bulk of the operating responsibility would rest on his shoulders. As early as January he realized that harvesting the cotton crop was not a one-man job or a 5,000-farmer job, but one in which all elements of the community and county would be needed for a successful conclusion.

Made to order for Knight's next move was a series of farmer group meetings scheduled to be held in nine Williamson County communities. The work which he had previously done in community groups and in Federal and State agencies resulted in an invitation for him to attend these group meetings and explain the farm placement program of the TEC along with the County Agent and representatives of Production Marketing Administration. These groups were composed of prominent farmers in territories surrounding each of the nine communities. Discussion of farm placement methods with these vitally interested groups was perhaps the most effective technique used to secure farmer cooperation on an individual basis.

This was followed up in February when Knight, and other staff members responsible for TEC's farm placement program, obtained names and addresses of all land owners in the county, total acreage owned by each individual, and the total crop-land acreage. A letter forwarded to each landowner briefly outlined

the farm program and offered TEC's services. A questionnaire was attached which requested data as to location of farm; acres in cultivation; estimated yield; prevailing wage; proposed 1948 crop plans; number of workers needed; when needed; number of workers the farmer could obtain in his community; how long workers would be needed; would transportation for workers be furnished; and was housing available for migratory workers.

In 1947 the farm labor committee of the Taylor Chamber of Commerce had raised $5,000 to construct a labor reception center. The money had been subscribed by businessmen, farmers, ginners, and many others. Just outside the city limits, the Center conveniently adjoins the permanent Latin American festival grounds which have been in existence for several years. In addition to adequate parking and camping space, there are bathing, washing, and cooking facilities; nearby also are movies, grocery stores, service stations, a cafe, and a barber shop manned by Latin Americans.

In January of 1948 this reception center was turned over to the Taylor office of the TEC which assumed responsibility for its operation during the cotton harvest.

Knight says at this point he began really to appreciate what "good relations" meant. In fact, for the next three months he ate, slept and talked farm program at all sorts of civic meetings.

Demand Pegged at 18,000

Arrangements were made with newspapers, magazines, radio stations, civic groups, businessmen, and farm organizations to assist in the orderly handling of migratory farm labor during the peak of the cotton harvest. Willingly, and without exception, each unit of Taylor's community organizations accepted specific duties and responsibilities during the harvest.

On May 1 all groundwork and organization had been completed, and total peak demands for labor were pegged at 18,000. It was determined that local farm labor in the county, together with construction workers, domestic and service workers who join the agricultural labor force during the cotton harvest, would provide approximately 6,000 of that demand. These workers were not migratory and presented no housing or other temporary problems. This left a total of 12,000 workers to be secured from the migratory movement.

As soon as the total demand for outside labor had been established, the Taylor office notified the control station in San Antonio of its needs and at what schedule workers could be absorbed in the harvest. This was about June 10.

For the next three weeks final plans and arrangements were carefully gone over for weaknesses and improvements, and about July 25 the first of the migratory workers began to trickle in.

By August 1 it had become necessary to set up a branch office of the TEC at the reception center to handle traffic loads of both farmers and crew leaders. This was made necessary for two reasons: first, because the congestion of farmers and farm workers in the downtown office obstructed street traffic and second, because normal placement operation in non-agricultural business was being interrupted in the downtown office. The reception center branch office which remained open from 5 a. m. to 8 p. m. seven days each week eliminated both of these difficulties.

Several other problems also arose, which had not been anticipated. As the influx swelled and the harvest neared its peak, a polio epidemic swept the State. It was feared that with so many people coming into the community from so many directions the health of the entire community might be jeopardized. To combat this the TEC local office arranged with county health units to check the reception center daily and to be ready for any emergency.

Congregation of workers at cotton compresses, packing sheds, and in the cotton yards created fire hazards. Through cooperative efforts of the local office, the security officer of the railroad company, Taylor's Chief of Police, and the Fire Department, workers were persuaded to stay at the reception center when they were not in the fields.

Another major problem was that of preventing labor piracy. At a time when the cotton season was at its height, cotton oil mills, cotton gins and compresses were all looking for strong male workers. Wages paid became extremely important, not only in handling the local situation, but in competing with other districts and other States which offered more money. Again the good relationships of the Taylor office with the community set-up proved invaluable because, without understanding cooperation, this problem could have been difficult and have easily developed bad feeling.

At the peak of the harvest it became necessary to induce many of the non-farm people in the local office to work the highways to intercept truck loads of migrant workers. Often this work began at 4 or 5 o'clock in the morning and continued until 12 or 1 o'clock at night.

Many Latin American farm crews are made up of 40 members or more and do not like to be broken into smaller groups. They also prefer to work on larger farms. Williamson County farms are, on the average, smaller than in most other counties and tenant housing, in most cases, is restricted to one-, two-, and three-room affairs. The rerouting of labor crews into areas where housing could be provided presented a problem. In solving this problem three things had to be taken into consideration—State, district and local demands and surpluses. Ed Logsdon, director of the Austin District, was concerned not only with operations in Williamson County but 17 other counties in the Austin District as well.

Latin Americans seldom backtrack, and usually follow well-traveled routes, on one of which Taylor is located. However, another town in the Austin District, Navasota, was not on the regular route. In fact, it was 140 miles back off the beaten path. Large riverbottom cotton plantations around Navasota were suffering for the want of farm hands at a

time when Knight had a surplus of large farm crews who refused to be broken up into smaller groups. These were the same crews which had earlier bypassed the Navasota area. Together, Knight and Logsdon convinced many of these large crews they were needed in Navasota and, for the first time in history, cotton was picked in that area by migrant labor without loss of money to either the farmer or worker.

An interesting sidelight, and one which Woodie Knight strongly recommends to local office managers elsewhere, is the business of a telephone. He says it was extremely difficult to convince a crew leader that the telephone in the employment office is not free for long distance telephone calls. After about a week of trying to convince them of this fact, the local telephone manager arranged to install a pay station at the reception center.

During August, when the cotton season was at its peak, the whole community of Taylor joined in the promotion of a series of fiestas. These were widely publicized at the reception center, throughout all city business establishments, and to all the farmers. Entertainment in many forms was provided for the fiestas with prizes, music, and other contributions being donated by businessmen. In addition to the fiestas, local merchants put on special trades days aimed specifically at the migratory worker, all of which helped to promote and maintain good will between the workers and the whole community.

Nothing occurred to mar the harvest season, there were no epidemics, and the cotton was harvested about two weeks ahead of schedule.

Altogether 10,242 farm placements were made through the TEC office with 9,100 migratory workers in 640 crews who came into the reception center at Taylor to work in the area. As work was completed, orders from the control station, which by then had been moved to Fort Worth, moved workers out of Taylor into other areas in orderly fashion and speedily enough that workers were idle only during travel time.

Knight, since promoted to managership of the Austin local office, in reviewing the 1948 harvest in Taylor paid tribute to the cooperation the whole program received from newspapers, magazines, and radio. Through these outlets a daily running account of the progress of the harvest was kept before the community and enabled the Texas Employment Commission to secure immediate understanding of problems as they arose, which was necessary to effect amicable solutions.

Throughout the year a running fire of speeches was made before civic groups, announcements were made in churches throughout the area, pamphlets and handbills in English and Spanish were distributed and directional information located the TEC office and the Taylor reception center. Rules and regulations of the camp, health hints and other matters were printed, posted and distributed.

During the last three months of 1948, the Taylor local office received over 100 unsolicited letters from farmers, farm associations, cotton gins, businessmen, and the Chamber of Commerce. Many of these letters frankly stated there had been some doubt in the early part of the year that the cotton crop would be completely harvested and that few farmers believed it would be harvested fast enough to rate the extra grade. However, the job was done and the extra million dollars was actually in the bank.

Williamson County is happy about the whole thing!

Migrant-Worker Stream of the Atlantic Seaboard . . .

We Caught 'Em on the Road

By J. MARVIN POWELL

Farm Placement Supervisor, Virginia

MIGRANT workers, screened preseason and in-season from the Atlantic seaboard worker movement, enabled Virginia producers of food and fibre to harvest their 1948 crops without resort to imported foreign labor. For the first time in recent years they supplied the difference in what was needed and the labor available through local or intrastate recruitment. Without intending to be facetious in the least, it might be said the difference was caught on the road during 1948.

The Atlantic seaboard migrant-worker "stream" was not an innovation of 1948. It has existed for many years—some authorities date the beginning shortly after World War I—but the flow returned to normal proportions last year after all but drying up during the war years of manpower shortages. The problem of utilizing, directing and assisting the "stream" to more satisfactory accomplishment also returned to the fold of Employment Service responsibilities last year.

Out of this "stream" the Virginia State Employment Service selected for employment in this State a total of 12,000 workers—around 16 percent of all seasonal farm hands employed here last year. The Eastern Shore—counties bordering along the Atlantic Ocean—used about 7,000 at peak in the harvest of potatoes, string beans, peas, tomatoes, cabbage and other vegetables. The section around Norfolk used another 4,000 in vegetable and strawberry harvests.

For the first time ever, migrant workers—largely from this same "stream"—were employed in the

There's a harvest deal in the making here. Jack Etheridge (left), Princess Anne County (Va.), grower and president of the County Farm Labor Cooperative, and Godwin R. Barnes, Virginia State Employment Service representative, are making final arrangements for harvest labor with Crew Leader Augustus Jones (center). Jones and members of his crew are migrants from the Palmetto, Fla., section.

Norfolk Virginian Pilot

harvest of Shenandoah Valley and Piedmont Virginia apples and peaches. The number used in this "experiment" was relatively small, primarily because the crop itself was far below normal yield last year. These workers—numbering about 550—were in most instances on their way back to Florida homes after working in harvests in States to the north of Virginia. It was part of Virginia State Employment Service planning to provide these crews with employment enroute on the return journey—employment for several months which otherwise might have been spent in idleness since no jobs awaited them immediately in the South.

Agricultural leaders of the State in a postseason meeting expressed reasonable satisfaction with this "experiment." Growers expressed their approval by asking the VSES to repeat the operation again this year, but to seek smaller crews, more experienced crew leaders, and to seek the return of those crews which gained experience in Virginia orchards last year.

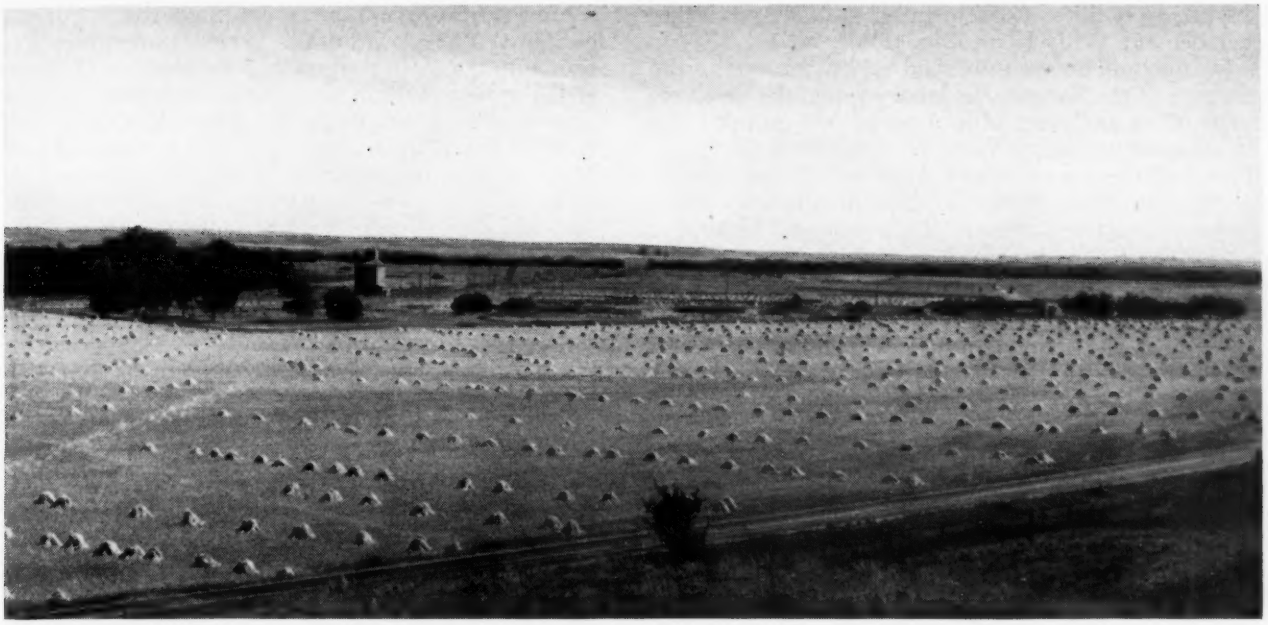
Tough, But Interesting

Of all the phases of farm worker placement encountered in this State last year, none was more hectic, trying or interesting than the operation of the migrant worker Information Station at Little Creek, near Norfolk. There was centered the effort of the Employment Service to bring order, direction and maximum usefulness out of this natural worker movement. With this objective in view, the station was manned on a 24-hour basis from May 3 to July 25 by four experienced Farm Placement Interviewers. It was the task of these four to obtain and give information which would enable their nomadic "clients" to locate work opportunities in this and other States along the Atlantic seaboard—to assist agricultural employers of these States in obtaining from the "stream" the necessary harvest hands as crops ripened.

Because of its strategic location on the long-used itinerary of the "stream"—at the southern terminus of a ferry operating across historic Chesapeake Bay—the Little Creek Information Station interviewed 950 crew leaders during the season. These leaders represented some 23,000 workers, ranging from small family groups to 150 persons. At the station location, lunches, hot and cold drinks, rest rooms and parking facilities were made available. For many groups it served as a temporary rest point along the way. For some it was a point of regrouping of crews, split by circumstances along the southern route. And for a few it was temporary Waterloo as travel funds ran out.

The human problems at the Information Station were manifold, resulting in daily drama that saw the station staff cast in leading roles. Crop information, employer farm labor requests, messages, commitments, and even advanced transport and living expenses were routed daily through this small office. The Employment Service, as usual, was the middleman.

There was, too, the problem of the "free-wheeling" crews who arrived without work assignment or commitment of any kind. To obtain employment for them was a stint of no small proportions. Frequently, because of the scarcity or absence of further travel funds, it was found necessary to fling out by telephone or telegraph word of their availability to farm employers in this and other States. Handling of such crews almost always had some emergency aspect. Many were placed but it still was a catch-as-catch-can proposition.



A North Dakota harvest scene.

It Pays Dividends . . .

A Little Bulletin Does a Big Job

By J. R. HAAN

Supervisor, Farm Labor Program, State Employment Service, Bismarck, N. Dak.

EVERY public servant is constantly faced with the probability of being criticized by the public, for the things he does or fails to do. I doubt if anyone in the Employment Service in North Dakota has worried very much about this criticism. We have rather operated on the basis that there is a certain job to be done and this is the best way that we know of doing it. When criticisms have been leveled at any method of operation, we have taken them as a cue for improving our methods. Knowing that unjust criticism is usually based upon ignorance of facts, we make an effort to keep the public informed about what we are trying to do.

In this respect the operation of a Farm Labor Program is no different from any other. Our farm labor information program aims at controlling the farm labor market by giving information to the public. Experience proves to us that publicity is the most powerful single factor in the control of the farm labor market.

The harvest labor force, being largely migratory, is difficult to control. It is only natural that employers hire workers at as low a cost as possible and that workers will go where they can get the best wages. During the late thirties, when we were working out a Farm Labor Program, we found that one of our greatest obstacles was the direction of labor to areas of need and holding a labor force already in a community where there was a demand. High wage rumors resulted in migrants moving to areas where there was already a surplus. Efforts to control this migration through personal interviews with migrants proved ineffective.

Workers almost invariably stopped at points of entry into the State and tried to get jobs. This created a surplus and reduced wages at those points. Many of the workers would then hesitate to spend money to travel on to points where there was a shortage and a promise of higher wages. They had been misinformed on other occasions and any attempt to persuade them to keep going was received as just another "brush-off." Another common situation that was difficult to meet was that of the worker who stopped at a point where there was a demand and asked, "How are things at New Rockford? We were up there last year and got better wages than you were paying down here." When an interviewer tried to tell this man that New Rockford had not yet started harvest or that there was a surplus of workers there, he was met with an expression of doubt. Instead of taking the local job, the worker would walk out and go on anyway. These conditions led us to believe that perhaps these workers might be easier to convince if the interviewer's statements were backed up by publicity.

We, therefore, decided that, since we had more information on farm labor conditions than any other agency, it was our duty to see that such information

was made public. Consequently, in 1939, we began issuance of a Daily Farm Labor Bulletin.

In this bulletin we published information as to the progress of the harvest, the labor supply, the demand, wage offers and types of jobs open. We grouped this information by major localities throughout the State. This bulletin was circulated to over 300 communities in the State through local offices and volunteer representatives. It was posted at these points so that it could be reviewed by either employer or worker. Within a comparatively short time this proved so effective in recruiting workers, directing them to areas of need, and stabilizing employment, that the practice has been maintained. Now when these workers come into an office, the first thing they look for is the "pink sheet," or pink bulletin. They read it, compare conditions in different localities, talk it over among themselves. Then, when an interviewer directs them to points of need, he meets with little resistance.

The daily bulletin has rapidly grown in popularity over the past few years. The press and radio, recognizing the value of this type of information, request it daily. Through the United Press and the Associated Press, it is now released to all daily newspapers and radio stations. This year each radio station throughout the State set aside a specific time daily for broadcasting a summary of the bulletin. This made it possible for every community in the State to receive the information by radio within a few hours after it had been printed.

Eliminating Opposition

Although this bulletin has met with wide public acceptance, it is only reasonable that it should also meet with some opposition. During the fall of 1942, we were severely criticized for contributing to raising farm wages through the publication of wage offers in this bulletin. Our only method of counteracting such criticism was to cancel publication of the bulletin for several weeks. Although we continued to issue it as confidential information, the distribution was limited. Within a short time numerous requests began to come in from both employers and workers for daily harvest information. We continued to withhold the information, giving reasons for so doing.

The migration from neighboring States dropped off appreciably. In several communities wages spiralled to compete with rumors of high wages in other communities. After withholding this information for a long enough period of time to convince the opposition of its importance in controlling the farm labor market, and also in response to numerous requests from both farm employers and workers, we again began publicizing the information daily. The opposition was convinced that withholding wage information had much more serious results than did the publication of it. The increase in migration was almost immediately noticeable. Since that time we have received no unfavorable criticism and the requests for this information increase every year.

Among those who have not used this method of publicity, there is no doubt considerable misconception as to the main purpose of a daily harvest bulletin. It is the best method we have for recruiting workers and stabilizing employment. There will be no difficulty in getting the cooperation of the press and radio in publicizing this material as long as the information does not emphasize statistics on local office activities. Through it, impatient farm employers come to realize some of the obstacles that are encountered in obtaining labor or machines for a specific area.

A daily farm labor bulletin involves considerable work, but it pays dividends. Every day each local office submits to a central control office information about the progress of the harvest, labor supply, labor demand, types of work, and the wages being offered. Wage information must be included in the bulletin. In controlling migration this wage information is as important to a shortage area as it is to a surplus area. This information is sent by mail, telegraph or telephone, depending upon the rapidity with which conditions change. This year 2 p. m. was the deadline for receipt of information from local offices. It was then reviewed and summarized, both Statewide and for each locality, a stencil cut, material mimeographed, envelopes stuffed and in the post office by 3 p. m. It was sent to 302 volunteer representatives, 25 local offices, 53 county agents, 7 other interested agencies, and to 88 employment offices and control points in other States, a total mailing list of 475.

"No News" Is Not "Good News"

To be effective, speed in assimilating and getting out the information is necessary. In other words, it must be current. This year, during the beginning of our harvest season, we encountered a period of approximately two weeks of rainy weather which was State-wide. It became a little monotonous publishing this information for each area in the State. We, therefore, discontinued the bulletin for a few days, stating that as soon as there was any activity within the State, a new bulletin would be published. We found, however, that this did not do the job. An office in the State, which is one of the main entry points for migrant workers, used a bulletin to try to convince workers that there was no demand in areas farther along the line. The migrant workers were unconvinced because the bulletin was 2 or 3 days old. They had come to rely upon the information on the "pink sheet," as they knew it, but they would not accept information several days old.

Until one has used this daily bulletin, it is impossible to imagine the results that can be attained in recruiting and directing labor. As an illustration, an error in the report on August 30 quoted wages at Cooperstown as $1.50 an hour. Although a correction appeared the following day, several migrants had already reported at Cooperstown requesting jobs at that wage, when the going wage was actually a dollar

(*Continued on page 23*)

One of Ohio's many lima bean fields. The workers you see in the field were provided by the Youngstown office and transported by the employer.

Beans and Potatoes vs. Iron and Steel . .

Farm Recruitment Wins Out in Tight Labor Market

By A. E. McCULLY

Manager, Youngstown Office, Ohio State Employment Service, Youngstown, Ohio

HOW CAN the public employment service satisfy the demand for farm workers in the Youngstown area when local iron and steel, the very backbone of economy in that district, is always hungry for more and more labor?

This was the obvious question uppermost in the minds of farmers and industrialists alike when Youngstown's OSES Office assumed administration of the Mahoning County farm worker recruitment problem early in 1948.

Add this to the challenge made last spring by the late L. B. Schwellenbach, then Secretary of Labor, who said "It is up to every local employment office to recruit locally to the fullest extent possible all available farm labor" and it would seem that Youngstown's already "tight labor market" had inherited another hungry mouth to feed.

Actually, the situation was quite different. First there was the comforting thought that, through the county extension agent, the Employment Service had for years been contributing to the success of the district's agricultural pursuits. In turn the new procedure meant the direct soliciting of job orders from and the recruiting of workers for the clientele.

Second there appeared to be a relatively stable supply of harvest hands who either had no desire to work in heavy industry or were simply unable to do so. This group included women, older men, perpetual part-time workers and the physically handicapped who, because of the strenuous duty involved, were of necessity excluded from possible employment in the heavy manufacturing pursuits typical of the Youngstown area.

For years these folks had made themselves available for duty as harvest hands and it seemed safe to assume that they would continue to do so. But even so, were there enough of them with sufficient experience to do the job? If not, where would the needed extras come from?

It also seemed safe to assume that the demand for farm workers would fall into four general categories—experienced farm hands of various types available for permanent year-around duty; inexperienced but prospective farm hands with sufficient interest to warrant training for permanent farm tasks; experienced seasonal harvest hands able to pick fruit without damage; and the inexperienced seasonal harvest hands willing to pick vegetables on a piecework basis.

In turn, the farm placement strategy conformed

naturally to the following general plan—first, the problem of determining how many of each of the aforementioned worker types were to be needed and where and when; and second, the obvious necessity of satisfying the demand.

The first step, then, was to find out who were the farmers to be served, how many, where, and what crops they produce. This exhaustive survey was completed only after studying census figures available at the library and other sources and soliciting additional information from the county extension agent, the county AAA chairman, the various farm bureaus and the heads of any and all organizations who were even remotely concerned with agriculture in the immediate area served by the Youngstown local office. The eventual survey report was set up in book form to facilitate thorough analysis.

Since it is generally agreed that a "broken promise is worse than no promise at all," it was thought best as a next step to survey the sources and availability of farm workers. This move, it was decided, would permit actual worker commitments when the job solicitation program was eventually set into motion.

The worker availability survey was considered complete only after every available local office resource was put to use. The leg work, personal visiting and even house-to-house canvassing was done by the farm placement representative, and other staff members. In addition, radio, newspaper and direct mail recruitment schemes were used extensively.

The results, however, were more than worth the effort because the farm placement representative had something definite to depend on when, as a next step, he undertook an intensive employer visiting program.

Harvest time in the potato field.

The Farm Placement Representative introduces a prospective employee to a farm employer.

Needless to say, the success of the entire local farm placement program can very well depend upon the selection of the local farm placement representative. Youngstown's farm placement representative (FPR), for instance, has practiced general farming for nearly 8 years. During the war, he was the district OPA administrator who rationed essential commodities to farmers and farm groups. Additionally, he has served the public employment service in Youngstown both as a claims examiner and an employment interviewer since August 1945.

Thus, Youngstown's FPR was well-equipped to understand both sides of the question when he undertook the intensive sales campaign and employer visiting. Eventually he found himself at every farm meeting in the area, whether, day or night, and knocking on the door of every *major* grower in the district to publicize the program and to outline the various and separate services which were available.

Meanwhile, certain interviewers in the local office were especially trained to interview prospective farm job applicants and to accept and service farm job orders by telephone. In such a situation, hand-and-glove cooperation between the farm placement representative in the field and the farm applicant interviewers in the office is an obvious necessity.

The farm placement representative soon learned that the training and assistance given him by cen-

tral office representatives stood him in good stead when he subsequently realized that his job, among other things, called for occasional service as an employment officer, personnel director, and in many other roles. He also found that frequent "call-backs" to evaluate the performance of workers already placed, as well as occasional suggestions concerning working conditions, paid dividends in terms of good public relations as well as enthusiastic cooperation.

During this period, newspaper, radio and direct mail publicity was aimed both at the employer and the prospective employee. All employers, in fact, were encouraged to file their needs at the earliest possible date and all prospective employees, in turn, were encouraged to register their availability immediately.

This meant that by June 1, nearly all of the employers had indicated their needs even though some of them, because of the size of the task, had not as yet been visited personally.

Much of the advice and guidance which proved of great value during the planning and actual use of the local farm placement procedure was provided by the Mahoning County Farm Labor Advisory Committee which was recruited and organized by the Youngstown office management. This group of representative growers and farm group leaders has served faithfully and well. At this committee organization meeting, it was decided that regular meetings could be dispensed with. Instead, each member would be visited periodically by the Farm Placement Representative. This proved both expedient and convenient even during the harvest season when visits were made as often as every other week.

As the 1948 harvest season approached, it became necessary to intensify recruitment procedures in order to meet the steadily increasing and unforseen demand for more and more workers. Much of this unforeseen demand came from farmers in other counties who said they had heard about "the service provided for the Mahoning County neighbors." During the harvest season proper, front-page newspaper stories, spot announcement radio appeals and even house-to-house recruitment were often called into play.

Crops Make Workers of Us All

On one occasion, the local office manager and several of the staff interviewers took a turn in the fields to prevent crop spoilage. At another time, an order was received late in the afternoon calling for 100 extra workers for duty the next morning. Only persistent spot announcement radio appeals during the intervening evening "did the trick." On more than one occasion, cooperative ministers of the gospel recruited bean pickers from their pulpits.

In nearly every case, farmers furnished truck transportation to and from their fields. This allowed the local office representatives to recruit workers at various strategically located points in the district which in turn served as meeting places where farmers could conveniently pick up such workers and transport them to the fields.

At the height of the picking season, it became necessary to suggest that growers stagger their needs in order that maximum use could be made of the available workers. This arrangement worked out exceptionally well with the result that all of the district's crops were harvested before they could spoil.

Finding enough experienced fruit pickers to harvest the apple crop without damage proved to be the "hardest individual nut to crack." Special radio and newspaper appeals were devoted to this one purpose and industrial workers, in turn, were encouraged to pick apples and peaches on the days when they were not on duty in local mills. During this period, more than 3,500 call-in cards were mailed to prospective fruit pickers.

Once again, industrial training played a part in saving the food crop. Structural iron workers, in particular, found that their climbing agility could be readily adapted to apple and peach trees. One skeptical farmer changed his frown to a grin when three structural iron workers picked 400 bushel of apples in two days of spare-time employment.

All in all, harvest hand recruitment and placement worked out as well as could be expected in the highly industrialized Youngstown area. In September, the Youngstown office accounted for 1,653 agricultural placements.

Recruitment and placement of year-around farm help posed an entirely different set of problems. At first glance, it seemed highly improbable that workers would interest themselves in farm jobs paying from $80 to $100 a month for single men and from $100 to $150 a month for farm families when local industry offered $1.18 an hour as a minimum wage.

But careful analysis showed that such salaries, with room, board and laundry facilities thrown in, could be more attractive than many industrial jobs in terms of "take home pay." There was also the realization that modern equipment has moved farming from drudgery to the mechanical work classification. In addition, housing facilities provided for farm workers were tempting in the face of an acute local housing shortage.

Consequently, complete information concerning the desirability of all available farm jobs is provided regularly to all local office employment interviewers, who, in turn, are instructed to "sell" such jobs to "any likely prospect." As a result, a file of job applicants available for permanent farm duty is now ready for immediate use whenever new job orders are received.

Needless to say, local office ingenuity and improvision fall short of producing results without the cooperation and assistance provided by national and State level farm placement representatives as well as local agricultural leaders. In this respect, it is well to remember that any suggestion or criticism is worthy of consideration and a word of thanks is never amiss.

Spare Time for Harvest Time . . .

SHARPSHOOTERS HIT THE BULL'S EYE!

By MELVILLE H. SMITH, JR.

Vice President, W. Wallace Orr, Inc., Philadelphia, Pa.

For the last several years farmers have faced the problem of a labor shortage, particularly at harvest time. The shortage of labor has been a problem not only for farmers but for the food plants that process what the farmer grows. Here again, the problem has been intensified at harvest time.

During the war years, of course, the shortage became even more critical because of heavy drafting of farm youth and the siphoning off of farm labor by war plants in industrial areas. The shortage was so acute that it was obvious some drastic steps would have to be taken. There were two schools of thought among government officials responsible for farm labor placement. One school held that the most practical solution of the farm labor shortage was to import foreign labor. Another group, with more faith in the power of public opinion, held that if the problem were properly presented to the public, enough volunteer labor could be recruited to relieve the shortage. Both plans were used, although foreign labor never represented a very big percentage of the farm labor supply. The bulk of the seasonal labor came from volunteers who were recruited from nearby areas—people who lived in towns and villages and urban areas who could spare a few days or a few weeks to help their neighboring farmers.

They Saw, They Heard, They Came

Advertising played an important part in making known to these volunteers just what the problem was and in persuading them to give up their spare time for a patriotic cause. Not only did local advertisers cooperate with the government in sponsoring local newspaper and radio advertising, but even national advertisers contributed time on their network programs and space in their magazine and newspaper advertising. Millions of people saw and heard these appeals and responded, and bumper crops, which otherwise would have perished in the fields, were harvested and processed. Vitally needed food was supplied to our armed services and to millions of America's hungry friends abroad. Those who had faith in the power of public opinion and in the power of advertising to help shape public opinion, were justified, as it turns out, in their original position.

Today, America continues to require large volumes of farm and food plant labor. Agricultural goals for 1949 are just about equal to those of 1948. However, in 1949 there won't be as many foreign workers, so again the solution of the problem involves the recruiting of volunteer labor from areas close to farms.

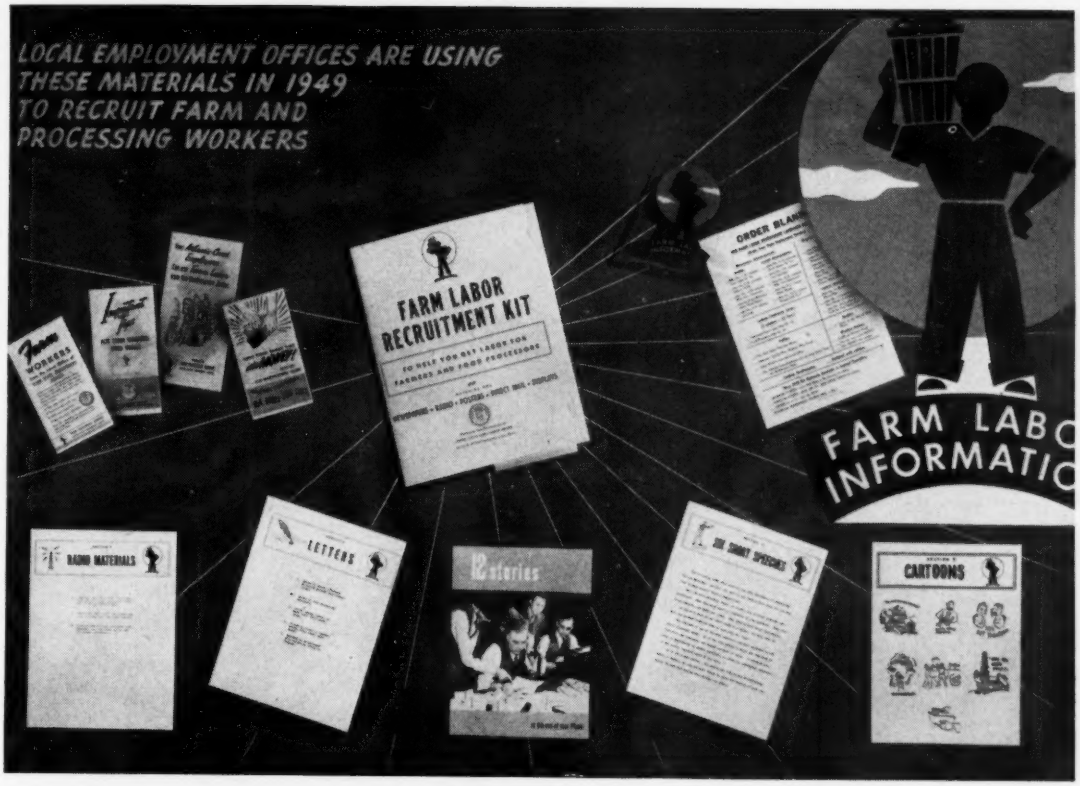
Anticipating this situation your United States Employment Service has prepared a kit of advertising and public relations tools somewhat similar to that used in 1948. However, in 1949 the kit will be more useful than ever. A number of changes have been made based on experience with the kit in 1948. For example, even more opportunity has been provided for localizing advertising and publicity. Those who want to "hit the bull's eye" in the 1949 recruitment program can improve their aim by taking advantage of every opportunity to localize these tools. It is not expected that newspaper ads, radio commercials, nor displays will be used exactly as shown in the kit. They are intended only to serve as a guide for local efforts. The kit contains most of the tools needed to do an effective recruiting job, but they must be adapted to fit local conditions.

Familiar Tools Work Best

In order to get the greatest use and effectiveness from the kit, all Employment Service personnel should be thoroughly familiar with every part of the kit. Experience has shown that those offices that got the best results in their recruiting efforts in 1948 were the ones that were most familiar with the tools available.

The recruitment program is not unlike any national advertising program. Its purpose is to move millions of people to take certain actions. In order to get the maximum results from the national advertising program, it's not only highly important, but almost essential that the objectives of the program and the available working tools be familiar to everyone coming in contact with it. For example, the national advertiser's sales force should thoroughly understand the objectives of an advertising program and how those objectives are to be reached. The sales force in turn should interpret the program to wholesalers. The wholesaler's salesmen should then educate the retailer, and the retailer his own sales people. If any of these lines of contact are broken, the program loses much of its force.

In the 1949 recruiting program, it's important that the State offices work closely with their local offices to be sure that the local offices understand every phase of the program. The State offices should approach the problem just as a national advertiser approaches a new promotional program. They should consider the advisability of a "sales meeting," at which a preview of the recruiting problem would be given the local managers and the kit and its contents reviewed piece by piece. Local offices in turn should consider local "sales meetings" to be attended by the entire


LOCAL EMPLOYMENT OFFICES ARE USING
THESE MATERIALS IN 1949
TO RECRUIT FARM AND
PROCESSING WORKERS
FARM LABOR
RECRUITMENT KIT
RADIO MATERIALS
LETTERS
12 stories
CARTOONS
FARM LABO
INFORMATIO

with these
Simple Displays
YOUR STORE
CASH
"YOU CAN EARN EXTRA
MONEY
CASH
FOR HARVEST
SEE THE LOCAL OFFICE
OF YOUR STATE EMPLOYMENT SERVICE
Earn
MONEY
this Summer
Sign up Now for Farm Work
NEWSPAPER MATERIALS

office personnel. The personnel should understand that every worker can have a part in the over-all effort, that each and every one can help to explain through their friends and other contacts, the objectives of the recruitment program. Undoubtedly when the local office personnel is conversant with the contents of the kit, they will have many suggestions as to how the kit can be utilized. Further, the local office should understand that public opinion must be sympathetic to the objectives of the program if sponsors are to be found for the advertising, and if the program is to be successful. They should see clearly that the program is in the interest of the public, that not only will farmers and food processing plants benefit when help is recruited, but the entire community will benefit. After all, the wages earned in food plants and on farms are spent locally for the most part. Also, successful harvesting and processing of crops assures adequate food supplies, helps keep down food costs, and contributes to stable employment. Employment personnel can honestly feel they are aiding the community when they get behind the recruitment program.

Most important, managers should plan their program in advance in order to be certain that their efforts are timed right and the elements of the program are all geared to pull together. The degree of success that they enjoy in the use of the kit depends a great deal upon proper timing and coordination. They should plan the program well in advance, and then try to adhere closely to the schedule of progress. Secondly, they should localize the campaign as much as possible by reference to the production of local crops, with real news about local conditions, and by mention of community names and affairs. In the news releases especially they can get wider interest faster and with less effort. Local references get immediate attention, stimulate discussion and lead to action, while generalities are apt to be passed by.

Combined with foresight and planning and concentration upon local interests, the materials in this kit will go far to help the Employment Service achieve its labor recruitment goal.

Far-flung Influence . .

A Farm Labor Information Program

By MARGOT WAKEMAN LENHART

Farm Labor Information Specialist, Department of Employment, Sacramento, Calif.

CALIFORNIA'S migrant work force numbers more than 200,000 people. At one time of the year or another, they assist in seasonal work on about 100,000 different farms located throughout the State which is more than 1,000 miles long and 250 miles wide. One enormous part of California's farm placement job is to direct these migrant workers to meet the large temporary demands in widely separated areas, in a wide variety of crops, and at varying, and overlapping seasons of the year.

To anticipate and serve these labor demands which occur in such complex geographic and seasonal patterns, California has developed an extensive Farm Labor Information Program involving labor requirement analysis and farm labor reporting. The program provides operating information for immediate use by employment offices in serving farmers and farm workers. The same data provide the Department administrators with an apt understanding of the State's current farm labor situation, and are a basis for development of the Farm Placement Program.

Labor Requirement Analysis

Expansion of California agriculture in general, shifts in crops, variations in crop seasons and yields, and developments in mechanization—all result in continued changes in the farm labor requirements of California communities. Annual postseason studies are conducted to follow these trends, and are supplemented by specific preseason surveys for certain large labor requirement crops to determine changes which might affect immediate farm placement operations.

The method of analysis involves the gathering of basic information by local Farm Placement Representatives with the assistance of other employment office personnel. A practical attempt is made to avoid census taking and duplication of effort in securing acreage and production data if reliable and adequate current information is available from existing sources. These might include the County Agent, County Agricultural Commissioner, marketing associations, processors, etc. Field surveys, sometimes necessary, are limited to a selected sample of typical farms producing a specific crop.

Acreage and *production* data are essential in determining labor needs because they measure the *size of the job*—the land to be thinned or hoed, or the tonnage to be picked, dried, baled, etc. Information necessary for determining labor needs should also show how crops are disposed of, indicating the number of handlings. Additional factors include *man-day output*, *length of typical work week*, *seasonal dates*, *mechanization involved*, and *characteristics of the temporary work force* usually engaged—whether local or non-local, family or single workers, and with what skills or special

qualifications. A form, *Work Sheet for Computing Farm Labor Requirements*, provides a simple, practical formula for combining these factors to arrive at an approximation of the number of workers required by weeks for the major seasonal operations of a given crop in a given county.

Emphasis is placed on the operations needing the most intensive recruitment effort, and the combined Work Sheets for all crops in a given county provide a clear picture of the potential recruitment problems of the local offices at specified seasons. One sheet frequently reflects the labor demand of more than a thousand farm employers, whom it would be impossible to contact personally in order to learn their labor needs for this crop. The estimates also enable the employment office to evaluate specific requests for workers by employers, who frequently and understandably, overstate their needs in order to be assured of the minimum necessary to do the job. The estimates are particularly helpful in judging the needs for imported workers which may be requested.

To save the Department's money and the farmer's time, employer visits for the exclusive purpose of securing information are held to a minimum. The visits often afford the Farm Placement Representative an opportunity to inform farmers not previously contacted of the farm placement service available through the Department of Employment and to promote favorable public relations resulting in increased use of the employment service. The prime purpose of an in-season visit might be in regard to the immediate supplying of workers ordered through the local office, but while at the farm, observations of worker output and other factors are made and recorded on a small form, *Crop Information Sheet.*

Planning Base for Coming Year

The postseason Work Sheet estimates provide the first planning base for the coming year. For large problem crops, preseason Work Sheets are again prepared on the basis of expected acreages, production and working conditions for the coming season, when these factors become apparent—usually about 3 weeks prior to the harvest operation.

The Work Sheets provide a local office operating guide in serving the agricultural labor demands of the county concerned. Copies submitted to the State Office are compiled into a state summary which gives State and Federal administrators a detailed picture of the scope of the farm labor demand in the State, in any county, for any crop, and at any time of the year. The State summary is used in long-range planning of the farm labor program. It aids in determining the locations and periods during which seasonal offices and information stations should be operated to direct and place migrant workers. This in turn improves the utilization of mobile workers by minimizing the time lost in travel between jobs, and increases the assurance to the farmer that the workers will be at hand when needed.

Farm Labor Reporting

In addition to the labor requirement analyse described above, which eventually also become reports, the California Department of Employment maintains a Weekly Farm Labor Report which more specifically interprets current and expected needs for farm workers in relation to the labor supply. Demand and supply change rapidly under the influence of weather, markets, wages, available housing, migration, etc. The report is the current operating tool in meeting California's labor demands for major seasonal operations. Its preparation and distribution is the joint effort of the Farm Placement and Research and Statistics personnel.

With the background of information provided by the Work Sheets, the Farm Placement Representative estimates the peak labor requirement and seasonal dates for crop operations expected to begin within the next three weeks. On the basis of the present supply of available workers and the expected flow of in-migration, he includes estimates of outside workers which should be encouraged to come to the county for work in the given crop. When an operation becomes current, he continues to report the progress in terms of percent complete and to indicate the number employed with possible continued needs for additional outside workers. Information regarding available facilities and the wages offered is also included. Each county report shows this detail for every current and next active major seasonal crop operation. In addition it provides estimates of the total farm work force broken down by type of workers—local and nonlocal, temporary, hired year-round, and unpaid family members. It includes estimates of unemployment for the same types of workers, except the farm families, and indicates how many will probably be absorbed by increasing needs in the reported crops, as well as the number who will probably continue unemployed. The surplus unemployed reported as nonlocal workers is an immediate guide to area and State farm placement supervisors in locating a possible source of mobile workers who might be shifted rapidly to another area where a shortage threatens.

The county reports arrive at the State Office each Monday, are edited, and a state summary is mimeographed and mailed to all local offices on Wednesday. The State Summary Weekly Farm Labor Report lists for each county the major current and next active operations showing the acreage, starting date or percent complete, peak and ending dates, number working, outside workers expected and/or additional wanted to meet an impending shortage, wage rates and facilities. Explanatory footnotes are used to indicate special qualifications of workers wanted, limitations regarding facilities which might mean that only single workers could find housing, and information regarding working conditions which might limit the desirability of the job opportunities. This is necessary so that workers, receiving information about

a distant job and upon arrival finding substandard conditions, would not feel that the opportunity had been misrepresented. A narrative reflecting the general farm labor situation is a part of the Report.

The State Summary Weekly Farm Labor Report enables an interviewer in a local office in one area to answer the questions of migrant workers about probable job opportunities in other areas. If a distant area needs several thousand workers and the inquiring person seems suitable from the standpoint of experience or other work qualifications, he may be encouraged to go to the area, but is advised that a job cannot be promised since he may have to compete with other workers also on the way. If the distant area needs but a few workers, information is given to the inquiring migrant but he is cautioned that he may find the opportunities limited. It has been discovered that it is as important to *discourage* workers from going to some intended destination when the Weekly Report shows no need for additional workers there, as it is to encourage workers to go where shortages are anticipated. The absences of large labor surpluses during the past season in areas and crops to which workers normally flock, because of the popularity of the work, indicates that the Department has had some success in discouraging migration to such areas and crops.

In 1948 the seasons of some crops were late and the timely arrival of the workers to meet the needs indicates that the Department successfully influenced migration at the proper time, when workers migrating on the basis of past knowledge of the seasons would have arrived too soon. Frequently the Department is able to suggest current opportunities for work in other crops and areas, pending maturity of the crop in the area about which the worker has inquired, thus increasing his total employment during the harvest season.

Most of California's agricultural counties have some major seasonal operations in progress at all times of the year, and therefore report weekly throughout the year. However, for counties which have periods of no seasonal activity, only biweekly reports are required during such periods, and these reports consist of current total agricultural work force estimates and a narrative covering present and expected agricultural and labor conditions in the county, which provide a background of information for their next season of farm labor activity.

The Weekly Farm Labor Report, with some variations, has been issued in California continuously since 1940—by the Department of Employment and by the Agricultural Extension Service during the years of its farm labor responsibility. In following the crops more and more farm workers have come to rely on the information contained in these reports. Frequently information given to one worker at the end of a harvest results in a mass movement of labor as he returns to the migrant camp and spreads the word of the new job opportunity to another area. Many workers directed to an area by a distant office never visit the local office upon arrival, but pick up their own jobs by the "Help Wanted" signs at the farm gate. For these reasons, the influence of the Report is far greater than can be measured in terms of farm placements. The best indication of the influence and usefulness of California's Farm Labor Information Program is the satisfactory completion of the 1948 season without significant labor shortages or surpluses in any major farm project.

Dawn to Midnight Vigil as Workers Move North and South . . .

"Información Estación" Missouri 1948

By **PAUL J. TROTTER**

Manager, Missouri State Employment Service, Sikeston, Mo.

Soon after resumption of the farm placement program by the State Employment Serivces on January 1, 1948, it became evident that this program would become the major employment activity in the bootheel section of Missouri. This section of seven counties in the extreme southeast corner of the State is the northernmost cotton-producing area of the Mississippi delta. While large acreages of corn, soybeans, alfalfa, and wheat are grown in the area, the principal crop is cotton; 530,000 acres were planted in 1948. In the past, acreages approaching that of 1948 were produced and harvested by growers without the help of the Employment Service. Local labor, plus labor from the surrounding hill counties of Missouri and Arkansas, was sufficient to cultivate and harvest the average crop. Too, the harvest season was drawn out through the winter months. As a result, growers lost thousands of dollars because of poor cotton grades.

A very definite shortage of labor existed in the area in 1948. An estimate of the labor that could be secured by former methods showed that only about one-third of that required to harvest the crop would be available. Considering that each row of cotton must be both chopped and picked by hand, an average of three times for each operation, the number of workers required to cultivate and harvest this 530,000 acres would run into a large figure.

One of the most effective programs set up by the Missouri State Employment Service for obtaining the workers needed during 1948 was the operation of an information station to handle the flow of migrants moving north and south through the area each year. It was felt that no great number of workers could be recruited in Texas as employers in the northern States

had already made contracts with the greater number of migrants who moved north each spring. It was believed, however, that a great number of migrants who planned to move north would have no contracts and that if they knew that work existed in this area, they might be induced to stop for a few days. The work done by these people might, in a small way, help to relieve the shortage of cotton-chopping labor in the area during the spring.

The Information Station was set up in a filling station at the intersection of Routes 60 and 61 in Sikeston, Mo. This point is on the main migratory route between Texas and the Northern States. Dual-language signs, English and Spanish—Información Estación—were set up on Route 60 east and west of the intersection and on Route 61 north and south of the intersection, directing workers to stop at the station. Employment Service personnel were assigned and the station was opened on May 1.

The first northbound migrants were stopped on May 5. The job of the Missouri State Employment Service representative at the station required that he be on the alert at all times. Eastbound traffic stops at the intersection. Traffic traveling north slows for the turn east on Route 60 to Cairo, Ill. With his identifying arm band the ES worker would signal or jump on the running board, and guide the driver of the vehicle to a parking area off the highway and near the station. There the crew leader was questioned as to his destination, number of workers in his crew, and as to any contract with employers in the northern States. If no contract existed, the possibility of work in the southeast Missouri area was discussed with him. If he was interested, employers in the area were contacted and arrangements were made for the crew to start work. If he was not interested in stopping, information on labor needs, progress of crops, and weather conditions in the northern States was given him. The possibility of securing work in the area on his return south in the fall was also discussed with him. He was given copies of the MISSOURI COTTON HARVEST GUIDE and also a card with the local office manager's address in order that he might contact this office prior to his return south in the fall If a contract existed between the crew leader and employers in the northern States, copies of the COTTON HARVEST GUIDE and the card were given him as in the case of the crew leader without a contract.

The station was operated from 6 a. m. until midnight every day. Employment Service staff members assigned to the station were required to put in considerable overtime and to work both early and late. One of the employees spoke Spanish and, as the greater part of the migrants were of Spanish descent and could speak little English, this employee volunteered to be on call at all times in addition to his regular shift spent at the station. All local Employment Service personnel realized the seriousness of the job to be done and cooperated wholeheartedly. Approximately 8,000 northbound migrants were contacted by workers at the station between May 1 and August 26 when the movement started back south. Out of this number, some 1,500 stopped to chop cotton in Missouri before moving on north. Fortunately, with the use of these workers, no serious labor shortage developed in the area during the spring and summer months.

Operation of the station continued throughout the summer. A few migrants continued to move north until on August 26 the first southbound migrants were stopped. The migration south continued through September, October, and November. The heaviest day occurred on October 10 when 430 migrants were stopped at the station. The physical operation of the station was the same as in the spring except that in most cases it was not necessary for the ES worker to contact employers regarding work opportunities. Operators, as many as 15 at one time early in the season, stayed at the station from 5 a. m. until midnight every day. The ES worker had only to stop the trucks and contact the crew leader. Employers were there to make picking contracts with the crews. From September 1 to November 30, workers at the station talked to approximately 9,000 migrants. Of this number, 2,400 were placed with operators in southeast Missouri during the cotton-picking season. Because of the publicity given to cotton by the station during the spring migration, many of these crews came directly to the station for work. Many carried cards which had been given them the previous spring. Several contacted the station by letter from the northern States before starting south. Because of the publicity also, many crews came into the area without the knowledge of the Employment Service.

For its first year in operaton, Información Estación "paid off" in service for all concerned. Both employers and workers are depending upon its operation during the coming cotton season as plans are being made for a larger crop of cotton in Missouri in 1949 than during the past season.

A LITTLE BULLETIN DOES A BIG JOB

(Continued from page 14)

an hour. A shortage of between 200 and 300 potato pickers at Grafton during September 14 to 20 changed to a surplus on the 21st as a result of recruitment efforts of offices and representatives who had been receiving the bulletin, both in Minnesota and North Dakota. As another illustration, shortages at Valley City and Jamestown from August 19 to 25 were taken care of by migrants moving in when they knew that the jobs were there and that the wages were right.

Any argument against use of the daily bulletin can be far out-weighed by illustrations of the benefits derived through its publication. Numerous comments from representatives have enthusiastically encouraged the issuance of the bulletin again this year as an aid in directing migrant workers and machines. The popularity and the effectiveness of this Daily Farm Labor Bulletin has made it a "must" in any future Farm Labor Program in North Dakota.

Farmers, their wives and workers discuss jobs at the Farm Labor Clinic, Des Moines Local Office.

Hunting the Elusive Farm Hand

By HAROLD N. HOYT

Farm Placement Supervisor, Iowa State Employment Service

WITH THE END of hostilities the patriotic fervor which had attracted to farm work thousands of individuals not normally in the labor market, rapidly subsided. They had made their contribution toward winning the war.

The tremendous strides made in farm mechanization during the war years had been highly publicized. Many not aware of all the factors involved in agriculture got the impression that there was a surplus of farm workers. Officials of the Iowa State Employment Service were convinced, too, that many of those who had left the farm to go into war plants were not aware that farm wages had vastly increased. Moreover, distance and lack of transportation hindered the worker in seeing the farmer employer. On occasion, trips of considerable distance were made only to find the job filled or the farmer not home.

To solve the problem of getting farmers and the workers together, two major programs were developed by the Iowa State Employment Service: (1) the Farm Labor Clinic and (2) the use of Volunteer Representatives. The "Farm Labor Clinic" actually was conceived prior to the war. The brain-child of Jack Heathershaw, one time Farm Placement Supervisor for Iowa, it was aroused from a dormant stage and given renewed vigor by its original author. The Clinic brings the farm worker and employer together so that they may discuss everything relevant to the job, such as wages, hours, housing and other factors.

Whoever operates the Clinic must function as a combination floor-walker, master of ceremonies and placement interviewer. As individuals visit the Clinic their order is taken or their application card pulled. If the applicant is not registered all necessary information is obtained from him. There are no introductions between worker and employer unless specifications and qualifications match. This careful selection makes it possible to complete referral and placement in a matter of minutes. Often the farmer takes the single worker home with him or arranges to send for the married man's family and furniture. In any event, a definite agreement is reached.

Clinic Rallies Community Support

Iowa took to the Farm Labor Clinic. Newspapers were very generous with space. Radio stations, Iowa has a lot of them, gave splendid coverage, broadcasting stories and spot announcements. Farm employers and workers apparently listened and came in droves, some of them from a considerable distance.

The publicity's aim was to reach former farm workers. It compared agricultural employment with non-agricultural employment, to the advantage of the former. Single men came to see that wages, together with board and room, added up to better pay than they were getting. The married man appreciated the chance of good housing, often modern in every respect. Such inducements scored and won these workers for agriculture. Others who had once lived

on farms had their interest rekindled, for the publicity brought out that the war years had seen farms mechanized; that modern machinery had done away with tedious and back-breaking tasks, and of great importance to the average worker, "sun to sun" hours were a thing of the past.

Because of Iowa's success last year it is now mandatory that each local office in the State hold a Farm Labor Clinic weekly. To facilitate State-wide publicity Thursday was selected as Clinic day.

Publicity is, of course, the life-blood of the Clinic. It should be colorful and constant during the Clinic season. Started well in advance of the first Clinic, it tells the story of what the Clinic aims to do. It directs its message to both workers and employers. Supplementing news column and radio, letters go to farm organizations and employers urging them to tell potential employers and workers about the Clinic. Handbills are distributed, cards are posted conspicuously in all places where farm folk congregate, and announcements are made at farm group gatherings, auctions, and the like. Date, time and place are repeated often.

Second in importance is the manner of handling employers and workers. After staff members introduce them, they will need seating space where they can privately discuss the job. This does not mean private offices, but proper spacing of chairs. The groups, to prevent "shopping," must be kept separate. If "shopping" is allowed, the whole procedure is likely to come to naught. Obviously, the staff must be alert to perform introductions, obtain orders or applications, and make other introductions when two parties appear not to be getting together.

All-Around Popularity

The Clinic's big advantage is that it is a method for efficient handling of large groups by one or two interviewers, thus lowering placement costs. It has the approval of farmers and workers and the blessing of newspapers and radio stations.

In Iowa the "bushes are full" of farm workers. There are no extremely large urban centers and as a result most Iowa-born workers were either raised on the farm or come from small towns where work opportunities were mostly agricultural.

Reaching elusive prospects who were not attracted by the Clinic's publicity has been solved in part by volunteer representatives. Properly selected, the volunteer representative is an alert, aggressive citizen interested in the welfare of his neighbors. He is a part of a small community and he knows almost every person there by his first name. Certain individuals can be reached and convinced only through a person-to-person talk. The capable volunteer representative is aware of this. He knows a man, probably with a fairly good job, but in a neighboring city. He could better himself and his family by working on a farm. The volunteer representative makes him see that.

When a mass labor need comes, that same volunteer representative puts on the heat and smokes out all potential workers—individuals who seem to live without work—and borrowing other workers whose employers are willing to spare them for short periods of time so that crops may be harvested and processed.

Associate Need and Man

The volunteer representative becomes known in his community as the person to see if you need a worker or a job. He has a place of business where farmers and workers feel free to go. It is amazing how often these men use their own time and money to get or deliver workers and in some cases run classified advertisements at their own expense.

Supervision is by personal call. Record keeping is kept at a minimum. Our solution has been to provide them with a folder having blank forms: "I Want a Farm Hand," for the farmer to fill out, giving his name and brief specifications, and a facing blank, "I Want a Farm Job," for the worker.

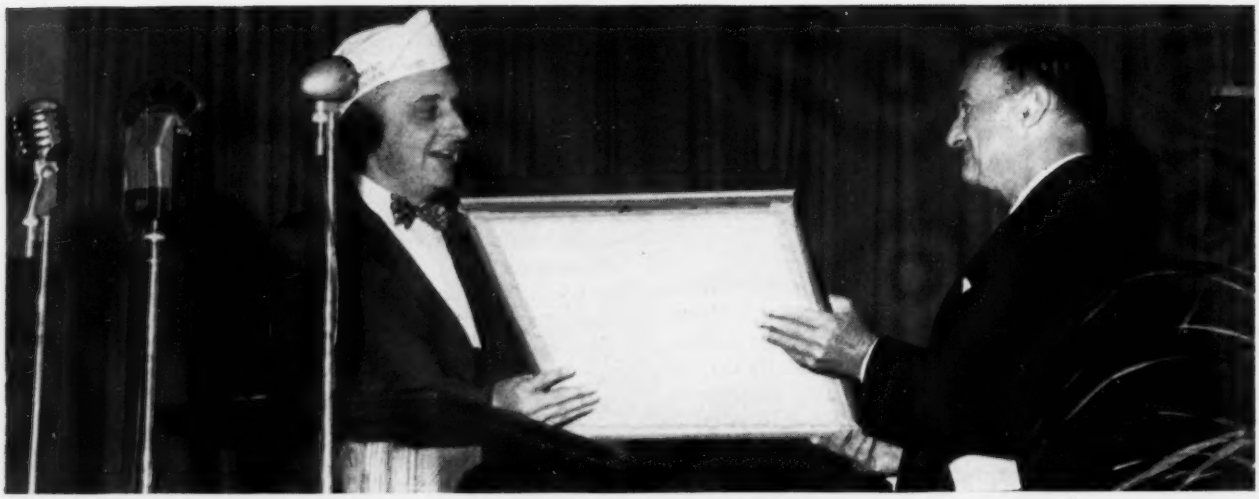
Publicity regarding the volunteer representative and his work is given locally by an Employment Service staff member. This same ES man also furnishes the volunteer with identification cards for his place of business. He also puts up a placard with the representative's name and address. Not all are whirlwinds, but they do give valuable assistance, are good advertisers, and a source of information. Eventually we find just the right individual in a community.

The local office is a constant source of ideas designed to render a more effective service. Right now we are watching with much interest a plan devised by our Dubuque local office which follows the system used in the State Inventory of Job Openings. Every week it mimeographs the farm job openings and transmits copies to those volunteer representatives where surplus farm workers are known to exist. This exchange of demand and supply information, it seems, is going to prove valuable in advancing the Farm Placement program in that area.

Regardless of what the placement job may be in the Employment Service it's the initiative, the imagination, and the enthusiasm of the staff in the local office which brings it to a fruitful conclusion.

More to Come . . .

An overflow of manuscripts for this issue will permit us to supplement the farm labor theme in the May issue. Among the articles to appear next month will be: *City Youth and the Farm Placement Program*, by John Downing, Farm Placement Specialist, Region I; *Our Farm Experts Helped Call the Signals*, by Edward E. Hayes, Chief, Farm Placement Service, Dept. of Employment, Sacramento, Calif.; *Training Produced Results in Arizona*, by A. D. Carlisle, Placement Specialist and Training Supervisor, and F. A. Potter, Farm Placement Supervisor, Arizona State Employment Service; *Volunteer Farm Labor Representatives*, by Harold L. Mahan, Farm Placement Supervisor, Nebraska; and "Operation Cotton" in Memphis, by Burr Cullom, Nashville, Tenn.



NEPH Week reached a high point in The American Legion award to the Universal Moulded Products Corp. Making the presentation to H. W. Page, General Manager of the company, is J. Westwood Smithers, Virginia Department Commander.

American Legion Award . . .

Bristol Builds a Climax for NEPH Week

By MILTON N. GWALTNEY
Employment Information Publicist
Unemployment Compensation Commission, Richmond, Va.

CONDITIONS three years in the making were marshaled to provide a fitting climax to National Employ the Physically Handicapped Week in Bristol, Virginia, last October. This climax was built around colorful ceremonies incident to an American Legion Award to a large local employer—the Universal Moulded Products Corporation, cabinet maker to the radio industry. These ceremonies, concentrated in one action-packed day, probably did more to create awareness of the handicapped cause in the community than the combined observances of years past. During that day—October 9—Bristol, a city situated astride the Virginia-Tennessee border, learned thoroughly the meaning of the slogan, "Hire the Handicapped—It's Good Business." Here is a summary of the preliminaries and what happened on that day:

In mid-year 1945 Bristol, like many American communities, found itself with the task of providing employment opportunities for an expanding number of returned veterans, many of them disabled to an extent necessitating change of occupation. The Virginia State Employment Service reported about this time an active file of nearly 1,200 job-seeking veterans, 158 of them disabled. Placement of the non-handicapped veterans proceeded smoothly, and reasonably in step with the number of returnees. The office management, however, found that placement of the disabled was not doing so well, and concluded that hard, direct selling with employers would be necessary.

It Began in 1945

The initial selling effort was launched shortly before NEPH Week in 1945. First contacts were with the largest employers, and the Universal Corporation was among the group. Universal already was working smoothly on a plan to employ as many returned veterans as possible, and to bring more handicapped veterans into the organization was a matter of selling the management on the idea of employing the disabled where ability and job could be matched. The company agreed to the proposal, and directed its personnel division to develop its hiring program in cooperation with the Employment Service office.

By December of that year the UMPC had hired a total of 628 World War II veterans, including those who had reemployment rights with the company under Selective Service. Of this total 244 were handicapped by service-connected disability. No distinction was shown between the disabled and those non-handicapped in hiring or in the plant. Careful matching of man and job was the key to the program. In specified instances some physical examination requirements were waived by the company where it

Perry Faulkner, Chief, Veterans Employment Service, commends the cooperation of employers and the ES which has done so much to advance the welfare of physically handicapped persons. Others shown (left to right): W. I. Garmon, Department Vice Commander; John Hopkins Hall, Commissioner of Labor for Virginia; Toastmaster W. Glenn Elliott, Adjutant, The American Legion; T. H. McKoy, President, Universal Moulded Products Corp.; J. Westwood Smithers, State Commander, The American Legion; and H. W. Page, General Manager and Vice President of Universal Moulded Products Corp.

could be shown they would not be fully applicable to the case at hand.

Induction procedure, and salaries, are the same in this plant for handicapped and non-handicapped. Training, however, is sometimes provided for longer periods for the handicapped. Additionally, the personnel policy provides that a disabled veteran who must take leave for treatment or hospitalization retains his seniority while away, and is given job changing rights where such action is indicated upon his return to work.

Since the program was inaugurated by UMPC, the number of both non-handicapped and disabled veterans employed has fluctuated with the economic conditions governing over-all employment. Both totals, however, have continued proportionate, percentage-wise, with the passing months. A check of company personnel records at the time of the citation award revealed that there were 376 World War II veterans employed—76 with handicaps—and 30 days later the totals had expanded to 423 and 82, respectively.

Outstanding Performance

Developments leading to the citation by The American Legion followed the usual pattern. The Employment Service and the Veterans Employment Service together reviewed the handicapped employment activities of the company and found them outstanding. The management of the company was so informed, and then recommendations were filed with State and national departments of the Legion. Legion action making the award to UMPC took place in September, and the ceremony was scheduled to coincide with NEPH Week observance in the community.

The company, a most cooperative employer in past observances of NEPH Week, was persuaded to have the award made as a part of the 1948 program. The management even detailed the UMPC public relations consultant to assist the local ES office and Legion posts in planning the award ceremonies and other NEPH Week activities.

A large number of time-tested activities were launched on Monday of NEPH Week, and continued through Friday. In addition, a few new observance activities—such as an employer-disabled-veteran-employee supper, held under the auspices of the Veterans of Foreign Wars—were injected into the program. All set the stage for the grand finale on Saturday. In mid-afternoon on Saturday the UMPC phase of NEPH Week opened with a parade of those participating in the award ceremony. This was arranged to cover a route through the heart of the business section to the Virginia High School auditorium, scene of the award ceremony. Thousands saw this colorful procession, headed by Legion color guards from posts of the area and a snappy local high school band. Legionnaires and notables followed.

To a well-filled auditiorium, including a goodly number of other employers of the area, Major-General Malcom C. Grow, the Air Surgeon, United States Air Force, spoke. His talk, a realistic treatment of the relationship between pre-discharge and post-discharge rehabilitation, followed presentation of the award. The citation was presented to UMPC by J. Westwood Smithers, Virginia Department Commander, American Legion. For UMPC it was received by H. W. Page, General Manager.

That evening a banquet, given in response by the company, honored disabled-veteran employees of the fiirm. Principal addresses which followed the meal were delivered by Perry Faulkner, Chief, Veterans Employment Service, and T. H. McKoy, Jr., President of UMPC. The address of General Grow, an excellent treatment of his subject, is quoted here, in part:

This is a very special occasion for me because it is an opportunity to meet some of the people who are completing the work we doctors with the Armed Forces started during the war. It is an opportunity for me to congratulate a firm which has done much to restore to full *economic* and *social* self-sufficiency those men, wounded in the war, whom we military physicians sought to restore to full *physical* and *personal* self-sufficiency. Therefore, I offer my congratulations in the spirit of the player on the football field commending a teammate who has done his part well. As a physician in the Armed Forces, my efforts first of all are aimed at protecting the soldier from injury and disease. If these efforts fail and he is injured or becomes sick, my job is then to restore him to full health and usefulness. The military surgeon cannot be satisfied if he has saved the soldier's life but not made it possible for him to take his place again in both the business and social worlds. The military surgeon wants that man to be able to do everything he was able to do before his misfortune and—what is more important—the surgeon wants the man himself to be sure that he is just as good a man as he was before. . . .

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Everybody loses, even when we have restored *almost* all of the function of a man's body, if he becomes so preoccupied with what function he has forever lost that he gives up attempting to resume a normal life. Hence, one of the major aims of the Air Force Convalescent Program was to convince the disabled veteran that his particular limitations need not condemn him to a life of invalidism . . . He had limitations before his injury; he still had limitations after his injury. For he was not a man with limitations in a world of perfect specimens; he was a man with limitations in a world of men with limitations.

★ ★ ★

We are convinced that many individuals who came to our convalescent program left the program even better men—even more capable of competing in this highly competitive world—than they were before their injury. A wounded man who lies in a hospital bed for weeks or months has a great deal of time think. He has an opportunity to re-examine the tenets by which he has lived his life and to develop a basic philosophy and an attitude which in most cases tend to make him emotionally more mature, to make his sense of proportion more objective and realistic. One might say that rehabilitation of a man begins as he lies on the hospital cot. I feel sure you will agree that our program was not calculated to make the man a dependent invalid. We did not teach him to expect others to take care of him or to make special concessions to him. We taught him to stand on his own two feet; we taught him to become once more a self-sufficient, economic unit who could contribute, and *is* contributing, his share—and perhaps a bit more—to the economy of his country.

★ ★ ★

But all this would have been wasted if the disabled were not allowed to find their just and deserved place in industry. . . . This firm, whose efforts are being recognized today, is a symbol of the eagerness with which industry has given them their chance. Like so many other progressive offices and factories throughout the country, this firm has demonstrated industry's awareness of the contributions which the disabled veteran can make. Perhaps one should not refer to these individuals as "disabled." Is that man "disabled" who has returned to competitive industrial life and has held his own with the best of of them? I stress, these men are not *almost* as good as they were before their injury—most of them are better. I feel sure that the personnel director of this firm will agree with me—as have the other personnel directors—when I say that the so-called disabled veteran, with his mature point of view and his excellent sense of proportion is in many ways a *better* employment risk than the average job applicant.

General Malcolm Grow congratulates Universal Moulded Products Corp. on its record of employing disabled veterans, and upon its exercise of good business judgment in so doing. His address, delivered as a part of the ceremony attending The American Legion Award to the UMPC of Bristol, Va., pictured gainful employment of disabled veterans as the final step in rehabilitation process initiated in military hospitals.

The disabled veteran is a good and dependable worker. The firm that hires him is not being charitable; on the contrary, it is making a shrewd business move. Without in the least seeking to diminish the warm human spirit in which this firm has welcomed such a large number of disabled veterans into their industrial family, I want to congratulate the firm on the excellent business sense they have shown in this regard. And certainly society and the country at large have benefitted greatly from their discernment and judgment.

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(Continued from cover 2)

A WORKER availability survey, an intensive employer visiting schedule, careful interviewing of applicants, and follow-up on placements all combined to bring success to Ohio's farm recruitment drive which seemed to have a doubtful outcome in a tight labor market area where iron and steel was constantly making a bid for workers. p. 15

LOCALIZE "kit" ideas if you would improve your aim and hit the bull's eye in your farm labor program. This is the advice of the vice president of a large Philadelphia advertising firm who finds that the "kit" contains all the tools ready to be adapted to local conditions. p. 18

INFORMATION specialists have developed two key aids to help California serve its $2 billion farm industry—labor requirements analysis and farm labor reporting. Margot Lenhart's article proves the influence of these aids is far greater than can be measured in terms of farm placement. p. 20

IOWA's problem in meeting farm labor needs was to find a way to flush the reserve supply of workers that always seems to exist in a community after the known workers come to the fore. Farm labor clinics, little used since the war, and volunteer farm labor representatives did the trick. Organizing the community to assure success was a many-sided task for local office staffs. p. 24

WHEN in 1945 the Virginia State ES concluded that there was not a good enough showing in the placement record for disabled veterans carded in its active file, it set about contacting employers in their behalf. By 1948, the Universal Products Corporation, one of the first employers approached, had established such a fine record of successfully employing disabled veterans that it was chosen on the recommendation of the ES-VES for an American Legion Award. Milton Gwaltney builds the story of this experience for us and tells how it was used to climax Bristol's observance of NEPH Week, 1948. p. 26

Rehabilitation Services Extended

A NEW agreement between the Selective Service System and the Office of Vocational Rehabilitation to facilitate the provision of civilian services of vocational rehabilitation for disabled draft rejectees and also for ex-servicemen and women with service-connected disabilities incurred after July 25, 1947, has been announced by Michael J. Shortley, Director of the Office of Vocational Rehabilitation, Federal Security Agency.

The primary significance of the agreement, according to Mr. Shortley, lies in the fact that service-connected disabilities incurred after July 25, 1947, are not a basis of eligibility for vocational rehabilitation services provided through the Veterans Administration under Public Law 16.

Both Mr. Shortley and Selective Service Director Lewis B. Hershey have taken action to effectuate the agreement in the States. Mr. Shortley has asked all directors of State rehabilitation agencies to work with State and local selective service officials to encourage referrals of disabled rejectees and draftees to the rehabilitation agencies. General Hershey has issued an advisory memorandum to State selective service directors authorizing dissemination of information concerning availability of the State-Federal civilian rehabilitation services in State and local selective service offices.

"Our agreement with the national Selective Service System," Mr. Shortley said, "should result in rehabilitation into self-supporting employment for many young men and some young women. Certainly it will result in informing them of the services available.

"This agreement will be of particular value to those young men who are selected for military service under the Selective Service Act of 1948 and subsequently incur disabilities while in service. While the various branches of the armed forces will restore them to reasonably good physical condition before discharging them, they do not have the benefit of any special legislation for vocational rehabilitation. They will need guidance and training particularly. This we can furnish, to their benefit and that of the Nation through the State rehabilitation agencies.

"Actually," Mr. Shortley pointed out, "men and women rejected for military service have always had the same access as any other disabled civilian to the vocational rehabilitation services provided through the State-Federal system. And the civilian rehabilitation laws have not specifically barred veterans of the armed forces from rehabilitation services. Most veterans with service-connected disabilities, however, have preferred the rehabilitation services provided under special legislation for veterans. For those to whom these services are not available, the agreement is a good thing, since the civilian services have not been widely known among members of the armed forces and this agreement will help make it so."

Civilian rehabilitation services available are medical and vocational diagnosis, guidance, medical, surgical, hospitalization, psychiatric and other therapeutic services, and training for suitable employment.

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